

**TOP SECRET**

Approved For Release 2004/06/29 : CIA-RDP86M00612R000100050083-8

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21 August 1967

**MEMORANDUM FOR : Executive Director-Comptroller**

**SUBJECT : CIA Membership on Target-Oriented Display (TOD) Committee**

1. An inter-agency committee to prepare a target-oriented display of intelligence community resources has been established by the Director of Central Intelligence, the Deputy Secretary of Defense and the Director Bureau of the Budget, under the chairmanship of the DCI's representative. Mr. Helms' letter of 9 August 1967 to Mr. Nitze transmitted his assent to the terms of reference for the TOD committee.
2. This is to request that CIA designate a Principal and an Alternate to participate in the work of the committee in accordance with the terms of reference.
3. For your information, I have designated [ ] of the NIPE Staff to serve under my general supervision as the Chairman of the TOD committee. The representatives of the other Principals are William Fischer for the Director, Bureau of the Budget and William Wollenberg of Alain Enthoven's staff on behalf of the Office of the Secretary of Defense. Other representation will include DIA, NSA and the NRO.
4. The representatives of the three Principals have been meeting recently to work out the concept and preliminary form of a set of tables which will serve in assembling and analyzing data on community intelligence resources. In this connection, informal liaison has been maintained with John Clarke's office.
5. Upon designation of the CIA representatives, the latter will be requested to aid the committee in developing the detailed formats to be recommended to you for preparation of the CIA data that are to be included in the target-oriented display in accordance with the terms of reference.

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John A. Bross  
D/DCI/NIPE

Encl: Terms of Reference for Target-Oriented Display  
DCI letter to DepSecDef, dtd 9 August 1967, [ ]

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MEMORANDUM FOR : Executive Director, CIA

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*Original Draft - Andrew Senti  
Attached*

John A. Bross  
D/DCI/NIPE

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Encl: Terms of Reference for Target-Oriented Display

DCI letter to DepSecDef, dtd 9 August 1967,

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ACF/RSTIII. ESTIMATED DCI/NIPE WORKLOAD AND PROPOSED SOLUTION

	<u>Type of Work</u>	<u>Manpower</u>	<u>Time Period</u>
25X1	<u>Phase 1 Develop guidance</u>	1. [ ] give full time	
	and instructions for agencies	and attention to TOD.	
25X1	required to submit TOD data,	2. [ ] attend only those	
	and <u>issue Call</u> for submits.	CIP Review Group meetings where	
		matters of real concern to DCI	
		are on the agenda.	
		3. All other NIPE work by these three	
		held in abeyance as necessary to	
		meet TOD and CIP priorities.	
		4. <u>OPPB support NIPE by membership</u>	
		in interagency TOD committee and	
		by informal consultations.	
25X1	<u>Phase 2 Data being prepared in</u>	1. [ ] (as above).	
	<u>answer to call.</u> NIPE will be	2. Obtain statistical support from	
	involved in proposed adjustments,	OPPB [ ] office) as	
	technical questions, security	needed. This may amount to one	
	problems, etc. NIPE directs	junior statistical clerk.	
	the interagency TOD committee	3. <u>OPPB continues</u> to be involved in	
	<u>reps.</u> so as to maintain contin-	in preparing the CIA submit for TOD.	
	uity and focus for the over-all		
	effort.		
25X1	<u>Phase 3 Interagency TOD com-</u>	1. [ ] (as above).	
	<u>mittee, under NIPE staff direc-</u>	2. Continue statistical support from	
	<u>tion, does collation, review and</u>	OPPB as necessary. This may	
	<u>refinement of data inputs; calls</u>	amount to two people	
	<u>for more data if needed;</u>	3. <u>OPPB continues participation in</u>	
	<u>prepares consolidated TOD.</u>	interagency TOD committee in	
		connection with preparation of	
		consolidated committee, TOD.	
		4. <u>Request DOD to supply one typist</u>	
		to committee to help for duration of	
		phase 3 and phase 4	

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III. (continued) ESTIMATED DCI/NIPE WORKLOAD AND PROPOSED SOLUTION

	<u>Type of Work</u>	<u>Manpower</u>	<u>Time Period</u>
25X1	<u>Phase 4 Preparation of "Final Report" on initial Community TOD.</u>	<ol style="list-style-type: none"> <li>1. <span style="border: 1px solid black; display: inline-block; width: 150px; height: 1.2em; vertical-align: middle;"></span> (as above).</li> <li>2. <u>Continue same staff support from OPPB and DOD.</u></li> <li>3. <u>Make use of any "specialists" from CIA and/or DOD that may be required to complete final report. (DCI and Dep SecDef should ensure that such support will be available through the agency reps. on the inter-agency TOD committee.)</u></li> </ol>	
	<u>Phase 5 Follow-on TOD Program</u>	<ol style="list-style-type: none"> <li>1. <u>Based on experienced gained during first four phases and on the conclusions in the Final Report, it will be necessary to decide what should be the future permanent composition of the NIPE staff element responsible for the TOD program.</u></li> </ol>	

IV. GENERAL OUTLINE OF PROPOSED OPERATION OF INTERAGENCY TOD COMMITTEE

# Chairman and Committee Staff:

1. To be supplied by DCI/NIPE plus some clerical support from CIA/OPPB and DOD.

# Members:

1. One OSD representative; one BoB representative; one representative from each of the agencies submitting data; i.e., DIA, CIA, NSA, NRO (and possibly  submit).

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Duties of Members:

1. Participate in development of interagency TOD Call and preparation of general guidance and instructions for the agencies in compliance with Call.
2. Responsible for insuring that their agencies, through appropriate command channels, take timely steps necessary to provide data required, and take other actions necessary to carry out the Terms of Reference of the Interagency TOD Committee.
3. Monitor the submissions of their own agencies during the data preparation phase in order to insure compliance with the general guidance, instructions, time schedule and other matters promulgated by the Call.
4. Participate generally in substantive work of preparing the consolidated interagency TOD and also the Final Report thereon, except as limited in particular cases by the security requirements for handling some portions of the data which may require special handling.

\* At the time of preparation of this summary, the OSD position on membership of the TOD Committee is still being formulated in the Pentagon. The items herein marked # show our present assumption on the likely DOD position.

9 Aug 64

Considerations for the TOD

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The TOD will give us our first comprehensive overview of how the country's intelligence resources are applied to different targets, but its use is limited to:

- a. Providing a perspective on the intelligence priority we have given various targets.
- b. Indicating large resource areas, where analyses of our requirements or systems to meet these requirements are likely to produce significant savings or improvements.
- c. Giving trend data. Large shifts in resources should occur only when a rationale is available; conversely, as parts of our forces become deemphasized, fewer intelligence resources should generally be applied to them.
- d. Giving an insight into those target areas where the intelligence sources (COMINT, PHOTINT, ELINT, etc.) have been excessively diffused to too many agencies making proper management and trade-off analysis difficult.

We have limited the TOD to displaying known data so that we could produce a comprehensive survey with a reasonable amount of manpower. A data collecting and assembling process like the TOD can easily get out of hand and overtax the four operational programs. I am inclined to keep it simple until we develop some experience in using the data. When we are sure detailed data will be useful to us, we can request it.

We should use the TOD, as outlined above, to indicate specific areas where further requirement studies of the value of the intelligence product would be useful. But the TOD would only go part way toward providing a guide to areas needing analysis. It will identify areas where we are spending large sums, but it will not help very much to identify overkilled or neglected areas.

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I see two major displays: one a geographic and political distribution, the other an investment/operating expenses profile. The latter would allow an entrepreneur approach. Intelligence programs would be viewed essentially as an inventory of assets. The inventory would consist of COMINT, ELINT, PHOTINT, etc. sources (the collection platforms with associated processing and production backup) from which management can draw to perform a mission. The display would show the operating expense for each source and the R&D needed to keep it technically current. Manpower for each source would be displayed by competence and stability, and not collection, processing, production and management categories. I don't have a good way of measuring

...ence yet, but stability can be shown by displays of civilian and senior military versus first tour military personnel. We don't understand the values should exist between these latter categories so why ask for them. The display should also identify the operator(s) of each source. This approach should give us the greatest degree of flexibility in learning how to shape the TOD into a management tool.

### Suggested Displays

#### Sources Against Intelligence Targets.

1. Sources (define each).

2. Targets.

3. Display Format.

Sources \$	COMINT	Imagery	Etc.	All Sources
Targets				
USSR				
a.				
b.				
c.				
China				
a.				
b.				
c.				
Latin America				

## Program Resources and Sources.

## 1. Sources.

(Same as A-1)

## 2. Program Resources.

CCP, CIAP, CIP, NRP by Investment, R&amp;D, and Operating

## 3. Display Format.

Sources \$				
Resources	COMINT	Imagery	Etc.	All Sources
CCP				
Investment				
R&D				
Operating				
CIAP				
Investment				
R&D				
Operating				

## C. Manpower: Programs and Stability

## 1. Stability: civilian, military career - first tour military.

## 2. Programs.

CCP, CIAP, CIP, NRP

## 3. Display Format.

Programs			
Manpower	CCP	CIAP	Etc..
Stability			
Civilian			
Career Military			
First tour Military			



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